

PLANNING AND DEVELOPMENT SERVICES REPORT
ZONING MAP AMENDMENT

PUBLIC HEARING
PZ-15-00077-01

DATE: **October 22, 2015**
MEETING DATE: **October 28, 2015**
REPORT BY: **Elaine Averitt**

REQUEST:

A Zoning Map Amendment (Direct Ordinance with a Site Plan) request to rezone approximately 48.81 acres from Rural Residential (RR) to Public Facility (PF) located at 3200 West Route 66 on parcel numbers 112-01-001D and 112-01-002.

STAFF RECOMMENDATION:

Staff recommends that the Planning and Zoning Commission forward the Zoning Map Amendment to the City Council with a recommendation for approval subject to the conditions as noted in the Recommendation section of this report.

PRESENT LAND USE:

The subject site consists of undeveloped land in the Rural Residential (RR) Zone.

PROPOSED LAND USE:

A public works facility consisting of approximately 87,280 square feet located on 48.81 acres.

NEIGHBORHOOD DEVELOPMENT:

- North: Vacant land owned by the City of Flagstaff in the General (G) Zone under Coconino County jurisdiction.
- East: Vacant land owned by the State of Arizona in the General (G) Zone under Coconino County jurisdiction; Hidden Hollow Manufactured Home Community in the General (G) Zone under Coconino County jurisdiction; Vacant land owned by the State of Arizona in the Planned Community (PC) Zone under Coconino County jurisdiction.
- South: Route 66 highway which is adjacent to vacant land owned by VP 66 & Woody Mountain, LLC (Vintage Partners), in the Rural Residential (RR) Zone; Vacant land in the Rural Residential (RR) Zone; Professional River Outfitters in the Commercial General (CG-10,000) Zone under Coconino County jurisdiction.
- West: Vacant Land owned by the City of Flagstaff in the General (G) Zone under Coconino County jurisdiction.

REQUIRED FINDINGS:

Staff Review

An application for a Zoning Map Amendment shall be submitted to the Planning Director and shall be reviewed and a recommendation prepared. The Planning Director's recommendation shall be transmitted to the Planning Commission in the form of a staff report prior to a scheduled public hearing. The recommendation shall include: an evaluation of the consistency and conformance of the proposed amendment with the goals of the General Plan and any applicable specific plans; the ground for the recommendation based on the standards and purposes of the zones set forth in Section 10-40.20 (Establishment of Zones) of the Zoning Code (page 40.20-1); and, whether the Zoning Map Amendment should be granted, granted with conditions to mitigate anticipated impacts caused by the proposed development, or denied.

Findings for Reviewing Proposed Amendments

Proposed amendments shall be evaluated based on the following findings: the proposed amendment is consistent with and conforms to the goals of the General Plan and any applicable specific plans; the proposed amendment will not be detrimental to the public interest, health, safety, convenience, or welfare of the City of Flagstaff (the “City”) and will add to the public good as described in the General Plan; and, the affected site is physically suitable in terms of design, location, shape, size, operating characteristics, and the provision of public and emergency vehicle access, public services, and utilities to ensure that the requested zone designation and the proposed or anticipated uses and/or development will not endanger, jeopardize, or otherwise constitute a hazard to the property or improvements in the vicinity in which the property is located. If the application is not consistent with the General Plan and any other applicable specific plan, the applicable plan must be amended in compliance with the procedures established in Chapter 11-10 of the City Code (Title 11: General Plans and Subdivisions) prior to considering the proposed amendment.

STAFF REVIEW:

Introduction/Background

As indicated in the previous report, this Zoning Map Amendment (rezoning) request is the third of three related items on the Commission’s agenda; the first item being an Annexation request and the second item identified as a Regional Plan Amendment request.

The Applicant, City of Flagstaff, is requesting a Zoning Map Amendment to rezone approximately 48.81 acres from Rural Residential (RR) zone to Public Facilities (PF) zone located at 3200 W. Route 66. This amendment would allow the development of a municipal public works facility, consisting of 87,280 square feet of buildings including an administration building for employees and the public, and buildings to serve the following City of Flagstaff Public Works services and divisions: Parks, Solid Waste, Streets, and Fleet. The majority of the subject property is currently undeveloped, forested land with the exception of an existing cell tower approximately 330 feet north of W. Route 66 and the McAllister Ranch Complex at the west end of the property. The property slopes generally 2 to 3 percent towards the northwest which is the Clay Avenue Wash area and is fairly level with the exception of a small knoll at the southeast corner which will be protected for slope resources.

Land uses north of the subject property include vacant city-owned property which will remain under county jurisdictions. Approximately 350 feet north of the property is the BNSF Railway. Land uses east of the subject property include vacant land owned by the State of Arizona and the Hidden Hollow Manufactured Home Community, all under county jurisdiction. South of the property is West Route 66 and then vacant land owned by Vintage Partners under both city and county jurisdiction. Between the east end of the subject property and West Route 66 are two smaller parcels: one undeveloped and under city jurisdiction and the other which contains the Professional River Outfitters operation and is under county jurisdiction. West of the subject property is vacant land known as the Clay Wash Detention Basin, owned by the City of Flagstaff, that will remain under county jurisdiction.

An applicant requesting an amendment to the Zoning map may elect to pursue either a “Direct Ordinance with a Site Plan” or “Authorization to Rezone with a Concept Zoning Plan” per Section 10-20.50.040.D (pg. 20.50-5). The Direct Ordinance with a Site Plan process provides an applicant with a shorter approval process with fewer steps. In this approach the applicant submits fully developed site plans with all supporting information required for Site Plan Review concurrently with the Zoning Map amendment application. Once the Zoning Map amendment is approved by the Council, then the applicant can proceed directly to construction plan and building permit review. The Authorization to Rezone with a Concept Zoning Plan process allows the applicant to prepare a concept zoning plan and pursue site plan application after Council approves

the Zoning Map Amendment. This application is a Direct Ordinance with a Site Plan. If the Zoning Map Amendment request is approved, the next steps in the process will be Civil Improvement Plan and Building permit submittals.

In a rezoning case, typically a development agreement is formalized between the City and the private developer. With this project, the City is the developer and a development agreement is not required. However, any requirements for the City will be included in the Zoning Map Amendment ordinance as stipulations.

The current application is being reviewed against the policies of the *Flagstaff Regional Plan 2030 (FRP 2030)*. A full discussion of the applicable policies is included in the Regional Plan staff report and the General Plan Analysis report prepared by Shephard-Wesnitzer, Inc..

Proposed Development Site Plan

The applicant is requesting a Zoning Map Amendment for the development of a municipal public works facility, consisting of 87,280 square feet of buildings including an administration building for employees and the public, and buildings to serve the following City of Flagstaff Public Works department services: Parks, Solid Waste, Streets, and Fleet. Site plans of the development (Sheet AS1.0) show the administration building to be a focal point on the west side of the campus. This building will allow employees to start their day at the building before walking to the building they work in. Facilities for Streets, Parks, and Solid Waste along with associated parking areas are located near the administration building. A Fleet maintenance facility, fuel station, and wash facility along with outdoor storage for materials, dumpsters and parks equipment are located on the east side of the campus. The site plan allows for up to 32,700 square feet of future expansion of the buildings. The primary access is via a proposed median-separated asphalt driveway merging into a round-about which will provide access to all parts of the campus. An existing cell tower will remain located in the round-about area. An emergency secondary access is proposed at the southwest corner of the site.

General Plan - Flagstaff Regional Plan (FRP 2030)

The *Flagstaff Regional Plan 2030 (FRP 2030)*, Future Growth Illustration (Maps 21 and 22) designates the subject site as Future Urban within an Urban Activity Center, Future Suburban, and Area in White. All substantive Regional Plan issues were addressed in the previous Regional Plan amendment report. The proposed minor Regional Plan amendment would change the designation to Existing Suburban; thus, if the Regional Plan amendment is approved, the rezoning request would comply with the Regional Plan.

Zoning – City of Flagstaff Zoning Code

If the rezoning request is approved and the 48.81-acre site is rezoned to Public Facility (PF) zone, the proposed public works facility will be considered a permitted use in that zone. Per the Flagstaff Zoning Code (Section 10-40.30.060, pg. 40.30-29), “Government Service/Maintenance Facilities” is an allowed use under the sub-heading of Transportation and Infrastructure in the Public Facility (PF) zone.

Building Form and Resource Protection

Table 1 below compares development standards and resource protection requirements for the RR zone and the proposed PF zone. When the parcels are rezoned to PF, the City’s Resource Protection Overlay (RPO) zone will also be applied. In addition, the City’s Outdoor Lighting Zone 1 will be applied with the rezoning. The Flagstaff Zoning Code requires all Public Lands or Commercial uses within the RPO zone to protect a minimum of 30% of the tree resources. The proposed development meets the standards required for the PF zone. The maximum building height will be the fleet maintenance building at 29-foot high. The proposed floor area ratio (FAR) is 0.045 which is less than the maximum allowed 0.40 FAR.

The proposed buildings and structures meet all of the minimum setbacks for the PF zone.

As stated above, the PF zone requires a minimum of 30% protection of forest resources. This project will conserve 53% of the forest resources on the two subject parcels. A resource buffer will be provided along the north, west and south site boundaries. In addition, the landscape plan (Sheet AS1.1) includes a note (44) stating that the trees in the proposed material storage area are to be preserved to the maximum extent feasible and that these trees are not included in the resource calculations. The prominent knoll located on the southeast corner of the site which contains a small amount of steep slope will be 100% preserved. The site will conserve the 100-year floodplain within Clay Wash.

Table 1 – Comparison of Development Standards and Resource Protection

Standard	Existing Zone (RR)	Proposed Zone (PF)
Acres	48.81	48.81
Maximum Building Height (feet)	35	60
Maximum Coverage	20%	0.40 FAR
Building Placement Requirements (Min Setbacks):		*Setback requirements shall be the same as those of the adjacent zone
Front (feet)	75	75
Side (feet)	10 (interior) 25 (exterior)	10 (interior) 25 (exterior)
Rear (feet)	10	10
Resource Protection Requirements		
Percent of Forest Resources to be protected	50%	30%
Slope Protection		
0-16.99%	No protection	No protection
17-24.99%	70% of slope area	60% of slope area
25-34.99%	80 % of slope area	80% of slope area
Rural Floodplain	100%	100%

Civic Space

The Zoning Code requires nonresidential developments larger than 20,000 square feet to provide a minimum of five percent of the site as an outdoor pedestrian amenity space that serves as a transition space between a parking area and the entrance(s) to a building. For this project, staff applied the pedestrian amenity requirement to the administration building only since it will be where employees and visitors park. A landscaped pedestrian pathway system has been provided around the entire administration building with connections to and through the adjacent parking areas (reference Site Plan drawing AS1.0 and AS1.1).

Parking

Table 10-50.80.040.A of the Zoning Code (Page 50.80-10) establishes the minimum number of parking spaces required for development. Parking for Public Services is calculated at a rate of one space per employee plus one space per company vehicle stored or parked on the premises. Public Works estimates there will be 146 full-time employees. Of the 146 spaces, 61 are for Public Works vehicles. An additional 23 spaces have been programmed for visitors to the administration offices. In summary, there are 135 spaces in the west parking area and 34 spaces in the east parking area for a total of 169 parking spaces, including four ADA accessible.

Design Review

Site Planning Standards

In accordance with Section 10-30.60.030 of the Zoning Code (Page 30.60-2), the Applicant conducted a site analysis, a copy of which is attached to this report, that considers the topography of the site, solar orientation, existing/native vegetation types, view corridors, climate, subsurface conditions, drainage swales and stream corridor, and the built environment and land use context. The findings of the site analysis were used in the more detailed site plan submittal.

Pedestrian and Bicycle Circulation Systems

On-site pedestrian circulation is provided through an extensive network of walkways. These walkways are designed as on-site connections between several internal functions, including building entrances and parking areas. In addition, they provide off-site connections to the future public sidewalk and future Flagstaff Urban Trail System (FUTS) trail. While there is no dedicated on-site bicycle circulation system, bicycles can utilize the on-site pedestrian system. In accordance with Section 10-30.60.040.A.3 of the Zoning Code (Page 30.60-7) and Section 10-50.80.050 of the Zoning Code (Page 50.80-11), bicycle parking spaces are provided in two locations at the administration building.

Parking Lots, Driveways, and Service Areas

One hundred sixty-nine (169) surface parking spaces are provided on-site. Due to the planned resource protection area between Route 66 and the facility, the parking lots will be screened from view by the public. The resource protection area has a minimum width of 110 feet. Design standards require new development to minimize the number of curb cuts (i.e. driveways) onto a public street. No new driveways will be required for this project. The existing driveway that leads to the existing cell tower will be improved for the public works facility and the existing driveway to McAllister Ranch complex will remain. The portions of the facility that need to be enclosed for security purposes will be surrounded by a 6-foot high chainlink fence with brown vinyl coating. Internal parking and drive aisle areas that are viewable from the public “roundabout” area will be screened by a 6-foot high split-face masonry screen wall.

Compatibility and Architectural Design Standards

The administration building is the only building that will be visited by the general public and will be required to meet architectural design standards. According to the architect, the intent is to construct a visually appealing project for people entering the City limits. The administration building architecture reflects an early industrial age aesthetic which has a combination of (split-face) masonry and humble exposed steel overhangs. Decorative masonry cornices will be provided on parapets. There are also some subtle references to the historic Route 66. The maximum height of this building will be approximately 22 feet. An abundance of both storefront and operable windows will let in natural light.

Landscaping

A preliminary landscape plan, a copy of which is attached to this report, was prepared and submitted with this application. The plan has been accepted as meeting the general intent of the parking lot landscaping, public right-of-way landscaping, open space landscaping, and landscape screening standards found within Section 10-50.60 of the Zoning Code (Page 50.60-1). A final landscape plan will be reviewed at the time of a grading plan submittal.

Outdoor Lighting

If the rezoning request is approved, Lighting Zone 1 will be applied to the subject property, which means that it is in close proximity to the US Naval Observatory. Lighting Zone 1 has the highest level standards in regards to outdoor lighting and allows for a total of 25,000 lumens per acre for any new development. Outdoor lighting is divided into three classes. Class 1 lighting includes fixtures where color rendition is required and includes areas of outdoor spaces, building entrances, outdoor

seating and recreational areas; Class 2 lighting includes general illumination for safety and security and Class 3 lighting includes all decorative or architectural illumination. All outdoor Class 1 and Class 3 lighting, and outdoor Class 2 lighting located more than 50 feet from any building shall be turned off by 9:00 p.m. in Lighting Zone 1.

The City and design team held several meetings with the dark sky community to help design an outdoor lighting plan that would only light portions of the site that are being used, and to do so in a manner that significantly reduces lumens. As mentioned in the General Plan Analysis under Dark Skies Goals and Policies, the project is pursuing a grant to incorporate a state of the art lighting system that controls the timing and brightness of lighting. An outdoor lighting plan was prepared (Sheet AS1.1), submitted with the Site Plan and approved as meeting the Flagstaff Zoning Code outdoor lighting standards. A final plan will be submitted with the building plans to be reviewed again for compliance.

PUBLIC SYSTEMS IMPACT ANALYSIS: See Annexation Report PZ-15-00077 for complete Public Impact Analysis discussion.

OTHER REQUIREMENTS:

Natural and Cultural Resources

If the annexation, plan amendment and rezoning applications are approved, the subject property will be located within the Resource Protection Overlay (RPO) zone as defined by Section 10-50.90.020.A of the Zoning Code (Page 50.90-2). The site includes portions of the 100-year and 500-year floodplain; however, the floodplains in the subject site area are not mapped as Rural Floodplains according to the Flagstaff Zoning Code. Any increase in surface elevations caused by adding the proposed development will be mitigated by constructing a detention basin. In addition, the finish floor elevations of any buildings storing hazardous chemicals will be higher than the 500-year floodplain water surface elevations. The resource protection plan (Sheet AS1.0) identifies 9342 total tree points on-site. In accordance with Table 10-50.90.060.A of the Zoning Code (Page 50.90-7), forest resources within the PF zone must be protected at a 30 percent level. The plan proposes to save 4978 forest tree points, which is 53.28 percent of the total on-site tree points. The only steep slope on site is part of the small knoll at the southeast corner of the site, which will be preserved. The resource plan is in conformance with the Zoning Code resource protection standards.

Regarding cultural resources, the Historic Preservation Officer reviewed the concept and site plan as part of the Inter-Division Staff (IDS) review and noted that an assessment of the significance and integrity of the ranch is on file with the Historic Preservation Officer. He stated that the ranch site is significant and does have integrity. His review concluded that since plans indicate preservation of the primary McAllister ranch compound by keeping development a fair distance away, no further Cultural Resource Study work will be warranted if this aspect of the design is maintained.

Citizen Participation

The City hired Shephard-Wesnitzer, Inc. (SWI) to act as the applicant to annex and rezone the property as well as compile and submit concept and site plan packages. The applicant held a neighborhood meeting on Wednesday, January 21, 2015 at 5:00 pm to discuss the annexation, general plan amendment, and rezoning of the properties. SWI led the meeting with support provided by Johnson Walzer Associates (JWA) and City Public Works staff. Meeting notification letters were sent to all property owners and homeowner's associations (HOA) within a 1,200 foot radius. Letters were also sent to the City's "Registry of Persons and Groups" as provided by the City. The Citizen Participation Report (CPR), dated May 5, 2015, is attached to this rezoning packet. The applicant received three letters in response to the meeting notice requesting information about the project. Fifteen people attended the meeting according to the sign-in sheet and had questions in regards to the case. Some of the attendees expressed concerns regarding the Annexation or

Zoning Map Amendment about traffic, cost, noise and lighting. All of the questions and concerns are addressed in Table 1 of the CPR. As of this writing, staff has received one e-mail dated 10/16/15 from a property owner south of the subject site; the e-mail is attached to the *Flagstaff Regional Plan 2030* Amendment report.

Public hearings before the Planning and Zoning Commission and City Council are conducted in conjunction with requests for annexation. In accordance with State statute, notice of the public hearing was provided by placing an ad in the Daily Sun, posting notices on the property, and mailing a notice to all property owners within 1200 feet of the site (exceeding the required 300-foot distance). The notices were also provided to the County Recorder, County Assessor, County Community Development Department and the Chair of the Board of Supervisors.

DISCUSSION:

Per Section 10-40.30.060.A.1 of the Zoning Code (pg. 40.30-27), the Public Facility (PF) Zone applies to areas of the City owned by public or quasi-public agencies. The PF Zone is intended to preserve and encourage the establishment of public lands and to provide an area within the City for active and passive recreation uses, parks, public open space, government buildings and facilities, schools and school grounds, quasi-public buildings and facilities, and related uses.

The City currently utilizes the existing public works yard in downtown Flagstaff on Mogollon Street, with the Parks/Recreation department using the Thorpe Park facilities. The new public works yard will be large enough to consolidate the two into one location. Employees and equipment accessing the east side of town will utilize I-40 rather than travel through town, which will potentially reduce heavy truck traffic through downtown Flagstaff. The current public works yard will be environmentally remediated. This will promote infill development and reinvestment in an existing neighborhood and remove the public works facilities from a residential neighborhood.

Staff agrees that the proposed Zoning Map Amendment and new public works facility at the West Route 66 location is consistent with the *Flagstaff Regional Plan 2030* and the intent of the Zoning Code.

RECOMMENDATION:

As previously stated, if the minor Regional Plan amendment is approved, the rezoning request will comply with the Regional Plan. Pending approval of the Regional Plan amendment, staff believes that the proposed Zoning Map amendment is in substantial conformance with the *Flagstaff Regional Plan 2030* and recommends the Planning & Zoning Commission forward the request to the City Council with a recommendation approving an amendment to the Zoning Map for 48.81 acres from the Rural Residential (RR) zone to the Public Facility (PF) zone, subject to the following six conditions which will be included into the zoning map amendment ordinance:

1. The subject property shall be developed in substantial conformance to the Site Plan approved by the Inter-Division Staff (IDS) on September 9, 2015 and as presented to the Planning and Zoning Commission with this amendment request except as modified herein.
2. Widen the westbound side of Route 66 to provide 2-lanes in the westbound direction (including a bike lane); the outside westbound lane will be striped as a right-turn lane and acceleration at the new driveway.
3. Widen the eastbound side of Route 66 as needed to provide the addition of a left-turn lane into the new driveway.
 - a. The edge improvements will include curb and gutter along the property frontage, up to the existing driveway serving the McAllister Ranch.

- b. The City is committing to constructing, in the future, the remaining curb and gutter and sidewalk across the property frontage at such time as the adjacent parcels develop with the same edge improvements.
4. This development will be required to pay a proportional share contribution to a future signal (not currently warranted) at the intersection of Woody Mountain Road and Route 66.
5. The 18-inch sewer line shall be designed and constructed per the Utilities Engineering Manager's letter dated October 21, 2015 attached to this report.
6. An ordinance modifying the zoning code must include an effective date 30 plus days after the annexation ordinance becomes effective.

ATTACHMENTS

- o Zoning Map Amendment Application
- o Current City of Flagstaff Zoning Map
- o Rezone Exhibit – Existing
- o Rezone Exhibit - Proposed
- o Rezone Legal Description and Maps (2 parcels)
- o Public Hearing Legal Advertisements
- o Citizen Participation Report
- o Citizen Comment Email (attached with annexation report)
- o Utilities Engineering Manager letter dated October 21, 2015
- o Site Plan Packet:
 - Application for Outdoor Lighting Permit
 - Demolition Site Plan (includes tree resources) (Sheet AS1.0)
 - General Site Plan (Sheet AS1.0)
 - Landscape & Lighting Plan (Sheet AS1.1)
 - Floor Plans for each building, Elevations for each building
 - Route 66 Existing Conditions & Improvements (Sheets CVR, SP01, SP02)